DOCUMENT RESUME

ED 028 795 LI 001 449

Colorado Plan for Library Development.
Colorado State Library, Denver.
Pub Date Mar 67
Note-48p.
EDRS Price MF-$0.25 HC-$2.50
Descriptors-College Libraries, Financial Support, *Library Cooperation, *Library Planning, *Library Programs, Library Reference Services, *Library Services, Library Standards, Library Surveys, Public Libraries, School Libraries, Special Libraries, State Libraries, *State Programs, University Libraries
Identifiers-*Colorado

The Colorado Plan for Library Development is intended to serve as a general guide for the development of library service in the state. The Plan, which includes a number of recommendations from the Nelson Associates Report of 1965 (ED 020 746), was drafted by a committee representing the Colorado Council for Library Development, the Colorado Library Association, and the Colorado State Library, and reflects the thinking of academic, school, public, and special librarians. There is a brief discussion of th e current status of Colorado's academic, public, school, and special libraries. The primary objectives of the Plan are to (1) change the Colorado Library Law of 1947 to make implementation of the Plan possible, (2) redefine the role of the Colorado State Library, (3) provide for the legal establishment of public library systems, (4) establish a complete state-wide reference service, (5) establish standards for library operations, (6) define and implement the roles of the several types of libraries, and (7) establish study groups to develop state-wide programs within the framework of the Plan. The role of the State Library, and plan of operation, and the financing of the state Plan are also discussed. (Author/CC)

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LI001443

# *Colorado Plan*

## *for*

# *Library Development*

LI 001443

**Colorado Department of Education**
**Byron W. Hansford, Commissioner**
**Denver, Colorado**

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# *Colorado Plan*
# *for*
# *Library Development*

**COLORADO DEPARTMENT OF EDUCATION**

**Colorado State Library**

**Gordon L. Bennett, Deputy State Librarian**

**Denver, Colorado 80203**

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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**March, 1967**

## *Foreword*

THE *Colorado Plan for Library Development* which follows is the result of the combined effort of librarians representing all types of libraries in Colorado and of other groups and persons interested in developing a comprehensive plan for library service for the state. It embraces a number of recommendations from the Nelson Report of 1965 and includes many recommendations from librarians, as expressed at hearings conducted by the Colorado Council for Library Development, and at meetings of the Library Development Committee of the Colorado Library Association.

The Plan was drafted by a committee representing the Colorado Council for Library Development, the Colorado Library Association, and the Colorado State Library. It was approved by the State Board of Education in September of 1966 and adopted by the Colorado Library Association at its annual meeting in October, 1966.

The Plan is intended to serve as a general guide for the development of library service in the state. Many of the programs listed here in outline only, will require further, more detailed planning before implementation is achieved. It is anticipated that this further development will be undertaken on a regular schedule leading to full implementation of all objectives over a period of time. It is also anticipated that a regular program of review and evaluation will be carried on by the library profession in order to keep the Plan in accord with new concepts of library service as these develop.

The Committee which drafted the Plan wishes to express appreciation to all the members of the library pro-

fession and to interested citizens for their work on the Plan. Especial appreciation is extended to Mrs. Erne H. Shubert of the State Library staff for the many hours she devoted to editing the final document and the great amount of time she spent conferring with committee members on content, style and format.

Elizabeth Adcock, Chairman,
*Colorado Council for Library Development*

Gordon L. Bennett, Director,
*Colorado State Library*

John T. Eastlick, Chairman,
*Library Development Committee*
*Colorado Library Association*

## *Preface*

THE *Colorado Plan for Library Development*, herein presented, is the result of a long period of study by a number of groups of people interested in library services for Colorado.

It is in no way complete and will require revision, restyling and expansion. The Plan reflects the thinking of representatives of academic, school, public and special libraries in Colorado. It was devised to improve library service of all types at all levels for all the people of the state.

Although the Plan is still incomplete, it is hoped that through discussion of the portions submitted herewith, agreement can be reached concerning basic assumptions and primary objectives; operational programs to be implemented at an early date; and elements of legislative action which should be undertaken in 1967.

The following paragraphs summarize steps taken to date in the planning process.

The Colorado Library Association, through its Library Development Committee, has for several years devoted a great deal of time to consideration of the many elements to be included in a state-wide program to improve service and utilize library resources currently available to the best advantage. The Colorado Association of School Librarians and the Special Libraries Association, Colorado Chapter, have also considered ways to strengthen library programs in the state at all levels of operation. On many occasions librarians and other interested persons have discussed in informal groups the need for a comprehensive plan for library development in Colorado.

The Colorado Council for Library Development, an advisory body to the State Board of Education and to the

State Library, has also for some years been concerned about the need for a state plan to improve the service potentials of libraries. Study of the problem convinced the Council that information concerning needs and resources and suggestions of ways to improve service are essential to preparation of a plan. Consequently, the Council recommended to the State Board of Education that a survey be made of certain aspects of library needs and resources in the state. The recommendation was approved, and in 1965 Nelson Associates, Inc. of New York City studied matters pertaining to public library development and related library programs and to the operation of the State Library. Recommendations included in the Survey Report pointed up several specific areas of need to be incorporated into a state plan for Colorado.

The Survey Report was presented to the Colorado Library Association for preliminary discussion at its annual meeting in 1965.

Subsequently the Report was reviewed and evaluated by the Library Development Committee of the Association and discussed at divisional meetings of the Association. On April 26, 1966, the Library Development Committee submitted its report on the Nelson Survey to the Executive Board of the Colorado Library Association at which time the committee report was approved and the findings were transmitted to the Colorado Council for Library Development.

In other action preparatory to the development of a plan, the Colorado Council conducted four hearings to ascertain the views of special, school, academic and public librarians and library education personnel regarding the needs and programs of the several types of libraries. Reports of these hearings were distributed to members of the Library Development Committee of the Colorado Library Association and otherwise made public. The Council studied the reports of the hearings and survey recommendations at regular meetings.

During this period the State Library staff held a series of meetings to evaluate the report of the Nelson Survey and to consider other matters for inclusion in a state plan. The staff also conducted 13 regional meetings to discuss public library system development—one of the main areas treated in the Report.

In May of 1966 the Colorado Council for Library Development met with the staff of the State Library and the Development Committee of the Colorado Library Association to explore areas of agreement relative to recommendations in the Nelson Report and to consider steps to be taken to develop a state-wide plan for library service. At that time a committee consisting of the Chairman of the Colorado Council for Library Development, the Chairman of the Library Development Committee of the Colorado Library Association and the Deputy State Librarian was appointed to prepare an initial draft of a comprehensive plan for library service in the state.

On July 22, at an all-day meeting sponsored by the Colorado Council for Library Development and the Colorado Library Association, the first draft of a plan was presented to about 120 librarians, library trustees and other interested persons in Denver. The morning session of the conference was devoted to a presentation of the initial effort by the drafting committee and to questions from the floor. In the afternoon there were small group discussions of the specific recommendations included in the draft. The primary objectives set forth in Section V were approved by the conference, but no action was taken on the programs recommended to achieve these objects. At the conclusion of this meeting the committee responsible for the preparation of the document requested that written statements containing suggestions for altering the initial draft of the plan be sent to the State Library to guide the committee in the preparation of a second draft.

On August 24 the Colorado Council for Library Development and the Library Development Committee of the

Colorado Library Association met to discuss the second tentative draft of the *Colorado Plan for Library Development*. Numerous suggestions were made by members of the two groups, and the committee responsible for writing the plan was directed to incorporate them into the third draft to be presented to the Colorado Library Association, meeting in annual convention in Pueblo on October 6-8, 1966.

On September 1 a digest of the Plan was sent to the State Board of Education for review. The digest was also made available to the Legislative Committee of the Colorado Library Association for study in connection with the proposed 1967 revision of the Colorado Library Law.

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## *I. Introduction*

Libraries, it has been said, are the collective memory of mankind. They represent a basic educational, informational and recreational resource of the people, and as organic instruments of a vital and dynamic society, they must grow with it if they are to serve it adequately. The collection, preservation and use of library resources are, in fact, among the criteria which measure the vitality of a culture. Access to those resources of books and other materials by all men, whatever their station and wherever they live, is a fundamental privilege in a democratic society.

The people of the State of Colorado enjoy an average level of education superior to that of the nation as a whole. Their libraries must meet the demands placed upon them for knowledge and enrichment of life, both today and in the immediate future, with its prospect of sharply increased educational fulfillment and an ever-expanding literacy in the fullest sense of the term.

The libraries of Colorado are not now equal to this task. They presently shape up, by any standard, far short of the commitment and the challenge.

Outlined in these pages is an action program—a prudent, realistic action program—directed toward closing the gaps which now exist in Colorado library services through sharing of strengths and equalization of opportunity. It is a well-considered plan. It has been subjected to close analysis over a long period of time by many persons whose concern with the problems here detailed is professional, clinical and practical. It does not offer easy or simple solutions. It does offer guidelines toward progress and achievement and it suggests vigorous, utilitarian action.

The Colorado Plan here proposed represents a consensus reached through a free and candid interchange between large numbers of those persons most concerned and best qualified to assess the goals and practicalities of adequate library service for the people of the state. All who have indicated an interest in the problems involved have had an opportunity to be heard.

Faced with the inadequacies and needs detailed elsewhere in this document, the contributors to this consensus have arrived at proposed solutions rooted in the historic and traditional democratic device of voluntary cooperation for the public weal. Essentially, the plan proposes the further coordination and combining of strengths—local, state, federal and private—to the end that equality of opportunity is fostered and that the totality of Colorado library resources may be organized into an efficient and economical pattern of improved service and greatly extended access to information for all citizens.

The Plan offers a blueprint for the enrichment of one of Colorado's greatest and most essential resources, her libraries, through the exercise of sound husbandry by cost-sharing. efficient cooperation, improved communication, elimination of duplication, and prudently planned development toward realistic goals.

Purposeful action is the next step.

## *II. Colorado—The Land and the People*

To understand fully the problems which must be met in Colorado to provide effective library service for all of the people, it is necessary to possess background information relating to various facets of life in the state and to know the unique conditions which exist in Colorado. At the same time, characteristics of the state which are common to other states must be recognized.

The population of Colorado is small—less than 2,000,000 people in 1965. The area encompassed within the state's boundaries is vast—over 100,000 square miles. Approximately 70 percent of the residents of the state live in three metropolitan areas, and the remainder of the population is scattered and spread thinly over mountains and plains.

Movement of the population in the state follows the national trend. Rural communities in most instances are losing population, and cities and metropolitan areas are gaining. According to the 1960 census, 36 of Colorado's 63 counties lost population between 1950 and 1960. During the ten-year period the total population of the state increased approximately 32.4 percent. The increase at the national level was 18.5 percent.

In 1965 there were 248 incorporated cities and towns in Colorado. The following chart shows the population of these places:

| | |
|---|---|
| Over 50,000 | 5 |
| 25,000-49,999 | 4 |
| 10,000-24,999 | 12 |
| 5,000- 9,999 | 12 |
| 2,000- 4,999 | 23 |
| 1,000- 1,999 | 35 |
| Less than 1,000 | 157 |
| | 248 |

The smallest incorporated town had a population of 17.

The populations of Colorado's 63 counties fall in groups as follows:

| | |
|---|---|
| Over 100,000 | 6 |
| 50,000-99,999 | 4 |
| 25,000-49,999 | 0 |
| 10,000-24,999 | 13 |
| 5,000- 9,999 | 15 |
| Under 5,000 | 25 |
| | 63 |

The population of the smallest county in the state approximates 200.

Almost two-thirds of the state is comprised of mountains and high plateau areas; the remaining third consists of vast, sparsely settled plains country. Except for the chain of cities which runs north and south at the east edge of the mountains, distance and rugged terrain combine to isolate many communities even in this day of good highways and excellent transportation systems.

Colorado is not a highly industrialized state. Most of the state's wealth is derived from farming and livestock raising, tourist trade and small business operations. The average per capita income in 1965 was $2,706, slightly less than the average for the United States.

The population of Colorado is primarily of Anglo-Saxon origin. The relatively small Negro population of the state is concentrated in Denver. Persons of Spanish antecedents and background form a large minority segment of the population which is concentrated in Denver and in the southern and western parts of the state.

The educational level of the population of the state is relatively high. The median grade level achieved by Coloradans 25 years of age or older, as reported by the 1960 United States Census, was 12.1. The national median grade level figure was 10.6. However, approximately 5.7 percent of the adults in the state had not completed the eighth grade program according to the census figures.

In the school year 1960-1961, expenditures for the operation of the public schools in Colorado totaled $172,171,129. Estimated expenditures for the public schools for the school year 1965-1966 were $283,962,000. These figures include local, state and federal support.

## *III. Current Status of Libraries in Colorado*

### Academic Libraries

*Library Statistics: a Handbook of Concepts, Definitions and Terminology,* published in 1966 by the American Library Association, defines a college library as follows:

> "(1) A library forming an integral part of a college, organized and administered to meet the needs of its students and faculty.
>
> (2) In a university library system, a library with a collection of books related to the work of a particular college and administered separately by the college or as a part of the university library."

*Library Statistics* . . . defines a university library as follows:

> "A library, or a system of libraries, established and maintained to meet the needs of its students and faculty."

There are in Colorado 15 four-year institutions of higher education. Of these, six are private schools and nine are state supported. In 1965 there were six state supported junior colleges in the state and in the next few years the number undoubtedly will greatly increase.

As one rough index of materials resources, the number of books in the libraries of four-year colleges totaled 2,730,597, during the 1964-1965 school year. Book holdings of the junior colleges for the year totaled 53,871. According to American Library Association standards, no four-year

institution or junior college in Colorado has sufficient book resources to meet enrollment needs. This is also true of other types of library materials.

The total number of professional librarians in the four-year colleges during the year was 157. According to their own projections, 103 additional professional librarians are needed by 1973.

In 1964-1965 the total enrollment in four-year institutions was 59,781. The total enrollment for junior colleges for the year was 3,836. It is anticipated that this enrollment will increase between 33 percent and 50 percent in the next five years.

Academic libraries are often not included in planning the educational programs of the institutions they serve and therefore encounter difficulty in meeting the library needs of faculties and student bodies.

The lack of a clear cut delineation of the responsibilities of the newly created Colorado Commission on Higher Education results in a further complication in the development of the programs of academic libraries in the state.

New four-year institutions and junior colleges are starting their programs under severe handicaps in the area of library resources.

Financial support for state operated college and university libraries is derived chiefly from state funds. The cost of operating college or university libraries is included in the overall institutional budgets which are finally approved by the State Legislature. Recent federal legislation provides assistance to college and university libraries. The Higher Education Act of 1965 provides funds for books and library building construction, and Title III of the Library Services and Construction Act provides funds for cooperative programs among all types of libraries including academic libraries.

Financial support for junior college libraries is shared by the local junior college districts and the state. The cost of operating a junior college library is included in the overall

institutional budget. Federal funds are available for library development in junior colleges.

### Public Libraries

The American Library Association's 1966 publication, *Library Statistics: a Handbook of Concepts, Definitions and Terminology,* defines a public library as follows:

> "A library that serves free all residents of a given community, district or region, and receives its financial support, in whole or in part, from public funds. In addition to the tax-supported municipal, county, and regional public libraries, this definition includes privately controlled libraries which render, without charge, general library service to a community."

In 1965 there were 130 public libraries in the state. Of this total, 16 were supported on a county basis, receiving all of their support from county funds. In addition, service to the residents of 18 counties was provided by municipal or regional libraries in return for supplemental county appropriations made available by county commissioners for this purpose. In 1965 there were 10 systems of public libraries operating in the state and two multi-county libraries. One regional district library was operating in 1965.

In 1965 total operating budgets for the 130 public libraries in the state was slightly more than $4,000,000 or $2.00 per capita. Per capita expenditures ranged from $.63 to $7.82 during the year. In 1965 the total book stock for the public libraries in the state was 2,888,211. Total public library circulation in the state for the twelve-month period was 15,047,884.

In 1965 there were 121 librarians with library degrees working in public libraries in Colorado. Of this number approximately 80 percent were employees of the Denver Public Library.

The financial support of public libraries follows two patterns:

1. Those libraries in municipalities not classified as

home rule cities operate in accordance with the 1947 State Library Law as amended. A library mill levy may be assessed by the municipal legislative body on real property, not to exceed 1½ mills, or an appropriation may be made annually for the operation of the library.

2. Those libraries in municipalities classed as home rule cities receive their financial support by appropriation from the general fund or by a mill levy on which there is no state limitation.

Public libraries operated by counties receive appropriations from general funds by action of the county legislative bodies. This pattern for county public libraries frequently results in double taxation on the citizen when taxed for county library service as well as for municipal library service when both types exist within a county.

In accordance with the regional district concept, contained in the 1947 State Library Law as amended, geographic areas may establish regional library districts. These districts need not follow existing political lines. Upon approval of the people, real property in a library district may be taxed for library purposes. No ceiling has been placed on this taxation although the budget of the regional district library must be approved by the governments of the various political units which comprise the district.

In recent years both the state and federal governments have been assuming a responsibility for the support of municipal and county public libraries. While the local government bears the largest share of this cost, state and federal funds are used in the following ways:

1. To provide funds for demonstration or developmental programs.
2. To provide funds for the equalization of library services.
3. To provide funds for state-wide services through designated libraries.

## School Libraries

*Library Statistics: a Handbook of Concepts, Definitions and Terminology,* American Library Association, 1963, defines a school library as follows:

> "An instruction area specifically designed or adapted for study and reading, and for the custody, circulation and administration of a collection of materials for the use of the student body, faculty, and school administration."

In 1966 there were 184 school districts in Colorado as compared to 1,017 in 1956. This reorganization has changed and strengthened progress of school libraries in the state. In 1966 there were centralized libraries in all secondary schools in Colorado. The development of centralized elementary school libraries has just begun. In 1966 there were centralized elementary libraries in approximately 25 percent of the districts of the state.

At the present time there are 10 school districts with library supervisors to coordinate programs throughout their districts.

The average expenditure for school library print materials in Colorado in 1965 was $2.48. Expenditures varied from $.85 per student to $14.35. The average number of books per student in 1965 was 6.4 and ranged from 2.4 to 36.6.

The American Library Association's *Standards for School Library Programs,* 1960, recommends a minimum of 10 books per student and a minimum expenditure of $4.00-$6.00 per pupil for books. These standards also call for additional funds as required for: encyclopedias, unabridged dictionaries, magazines, newspapers, rebinding, supplies and equipment. Funds amounting to 1 percent of the instructional budget are recommended for non-print materials.

The collection of professional materials for the school faculty should be an adjunct to the holdings of the school library and should contain at least 200-1,000 titles, depending on the size of the faculty, and at least 25 professional magazine titles, and other instructional materials as needed.

In the area of non-print materials and professional

collections for faculties, Colorado's public schools fall far short of adequacy.

Of the total number of school librarians in the state in 1965, 452 had sufficient hours in library science to meet Colorado certification requirements of 15 semester or 18 quarter hours, and 132 of the 452 possessed degrees in library science. One hundred ninety-nine had little training or insufficient hours in library science to meet the above minimum standards.

Only a few school districts in Colorado today provide for library participation in planning for total school programs.

Financial support for school libraries is the responsibility of local school districts. Funds received by school districts through the Public School Foundation Act are used to supplement local funds for school libraries. Through recent federal legislation, federal monies are available under Title II of the Elementary and Secondary Education Act of 1965 for the purchase of library resources and other instructional materials. (These federal funds cannot be used to supplant local school library expenditures.) School libraries also benefit, directly or indirectly, under at least two titles of the National Defense Education Act. Under Title III of the Library Services and Construction Act, school libraries benefit as a result of cooperative programs among all types of libraries.

### Special Libraries

*Library Statistics: a Handbook of Concepts, Definitions, and Terminology,* A.L.A., 1963, defines a special library as follows:

> "A library maintained by a business firm, association, government agency, or other organized group whose collections are for the most part limited in scope to the subject area of interest to the sponsor."

There are approximately 200 collections of special library materials in the state. Some of these represent divisions of larger libraries such as the Western History Collection of the Denver Public Library. Some are company

and institutional libraries. Some are collections of highly specialized materials in colleges and universities in Colorado.

In each case these special libraries serve special needs and provide specialized services. For the most part collections are limited in scope but deep in the subjects they feature. They provide a wealth of research material, yet many of them are relatively unknown to the public. A directory of these collections is currently in preparation to make this information about specialized library resources widely available.

At the present time there are approximately 50 professionally qualified special librarians in the state excluding librarians performing special duties in academic and public libraries. It is estimated that at least 15 more will be needed by 1973. Many special library collections in the state are not supervised by persons with library training.

Special libraries have pioneered in cooperative programs. Certain business libraries have developed a cooperative purchasing plan. Within limits imposed on them, special libraries have made their resources available to the public through interlibrary loans.

Financial support of special libraries is provided as follows:

1. Special libraries supported by government agencies to serve special governmental needs, receive support through departmental appropriations authorized by state or local legislation or by the Congress of the United States.
2. Special libraries which are operated by industry or other private concerns receive their support from the organizations which they serve.

## *IV. Basic Concepts Relative to Library Developments in Colorado*

The following Plan for state-wide library service is based on fundamental concepts suggested by the Nelson Report, state-wide conferences of librarians and citizens, and by statistical data in the files of the Colorado State Library. Briefly, these concepts are as follows:

1. Libraries of all types are not at the present time adequately providing the services and performing the functions which their patrons require of them.
2. There are not enough materials resources in Colorado to meet the library needs of the people of the state.
3. Professional and other library personnel resources in Colorado are not sufficient to adequately provide the many library services which are needed.

4. A majority of libraries of all types in Colorado are inadequately financed.
5. Available resources of materials and personnel can be better used and duplication of effort reduced if coordination of library activities is achieved and if libraries of all types develop programs of cooperation.
6. Rapid communications systems among libraries of all types are essential if technical and research resources are to be made available to all citizens of the state.
7. Financing of library programs of all types is a shared local, state and federal responsibility.
8. There is an essential need for basic research in

matters pertaining to library science and for the dissemination of knowledge gained through such research to provide the quality of library service required by the times.

9. Libraries of all types must engage in long-range planning for their individual and collective programs if library service is to advance.

10. There is a need for close communication among all types of libraries in the state and for broad dissemination of information.

11. The state has a responsibility for coordinating, planning and promoting full-scale library development in Colorado and for informing the public regarding these activities.

12. In order to use local, state and federal funds in the most effective way possible, cooperative programs involving all types of libraries must be inaugurated, and use of automated and other mechanical devices to speed up and facilitate service should be undertaken. (Title III of The Library Services and Construction Act and the State Technical Services Act point up the need for close coordination.)

13. The library profession, through its organizations, must participate in and actively support the expansion and extension of library service in Colorado in cooperation with the state.

## *V. Primary Objectives of the Colorado Plan for Library Development*

In the statements which follow, the primary objectives to be achieved in developing library service for Colorado are set forth together with the delineation of programs which contribute to the fulfillment of each. The objectives and programs are related to the basic concepts listed previously in this document and were synthesized from the views of representatives of all types of libraries concerning the needs and purposes of library service in the state. Programs which are considered basic and which should be implemented immediately are starred.

A. Centralization, at state and regional levels, of library processes and programs which can be handled most effectively through centralization to free individual libraries for improved service to users.

Programs leading to the achievement of this objective would include:

*1. Provision of central purchasing and processing centers for all types of libraries and systematic assistance in the cataloging of backlogs of materials, wherever they exist in the state.

*2. Development of union catalogs and lists of library holdings in the state.

3. Establishment of last copy depositories for little used materials.

*4. Standardization of record keeping procedures.

*5. Collection and distribution of state documents.

6. Other specialized services such as audio-visual, adult education and public information programs.

*7. Centralization of certain library activities at systems headquarters. (See Section VII, Systems.)

8. Provisions by the state of consultative services involving legal problems affecting libraries.

B. Decentralization of programs of general services which can best be handled at local levels to meet the needs of library clientele. Programs leading to achievement of this objective include:

*1. Establishing of general loans and general reference programs in headquarters libraries of public library systems.

*2. Divesting the State Library of its responsibility for maintaining a general circulating collection, a general lending service and a general reference service.

C. Development of an information or reference network to include all Colorado libraries, utilizing effective communication systems to provide rapid access to information. (See Section VII.)

D. Provision of a program for development of adequate personnel resources for libraries in Colorado. Programs leading to achievement of this objective include:

*1. Development of a program of certification or other appropriate standards programs for professional personnel in libraries in the state.

*2. Definition and designation of the levels of library competence required to perform the various levels of library work.

Programs to achieve this part of the objective include:

a. A study, including job analyses, of the various types of jobs and occupation groups in library work in the state, leading to identification of occupation groups by specific classification titles, and descriptions of same.

b. Designation of the levels of occupations which should be provided at the various levels of library service in the state.

*3. Establishment of recommended personnel standards and pay schedules for levels of library work wher-

ever appropriate. Programs to achieve this part of the objective include:

a. A study of personnel qualifications for the several occupational levels and establishment of personnel specifications.

b. Evaluation of the several occupational levels with relation to other types of occupations with similar personnel requirements and establishment of comparable pay schedules.

*4. Provision of training programs to prepare personnel for the several levels of library work. Achieving this requires:

a. A joint study by the state agency and representatives of institutions which train librarians and teachers, of curricula and training programs, including pre-service and in-service training, required to prepare personnel for the several levels of library service.

b. Determination of institutions and agencies to provide various phases of library training and educational programs.

c. Appropriation of funds at the state level to finance programs of education in library science.

*5. Development of effective recruiting programs to encourage competent people to undertake library work at all levels.

a. Awarding of grants to finance the education of library workers at all levels.

b. Establishment of sound recruitment practices, including preparation and distribution of publications, and personnel contacts.

E. Development of organizational patterns for libraries which will facilitate their individual operation, promote coordination of their activities and stimulate increased cooperation among them. Programs leading to the achievement of this objective include:

*1. Development on a planned schedule of federated or consolidated public library systems which will pro-

vide complete geographical coverage of the state with public library service.

a. Municipalities operating libraries within counties should merge in order to form larger units of service (county, multi-county or regional), thus providing broader tax bases.

*2. Further development of the existing cooperative system for academic libraries, with provision for inclusion of private colleges and universities. (The newly created Commission on Higher Education must be given authority to move ahead in this area.)

*3. Development of comprehensive school library programs in all elementary and secondary schools of the state, and establishment in school administrative structures of positions for district or inter-district school library supervisors or coordinators to coordinate materials services programs that will benefit all students and teachers.

*4. Organization of a coordinating council for libraries of state agencies to provide for the development of coordinated programs among them.

*5. Establishment of an operational plan for development of adequate library resources for existing and proposed junior colleges.

*6. Provision of funds at the state level to assist all types of libraries in achieving desirable organizational patterns.

F. Expansion of existing services of libraries and enlargement of their programs to include new types of educational and recreational services. Programs leading to the achievement of this objective include:

*1. Development at the state level of a comprehensive service for adult education planning and assistance to coordinate and augment existing activity in this area.

*2. Development at the state level of a comprehensive service of planning and assistance, in connection with programs for children and young adults, to coordinate and augment existing services in this area.

*3. Provision by the state of demonstrations of many kinds of library services which can be used by individual libraries or groups of libraries to determine programs which will best serve their clientele.
*4. Informational services from the state to apprise all types of libraries of appropriate new services.
5. Development of state-wide film circuits.
*6. Provision by the state of specialized planning and consultation assistance in various areas of service.
*7. Exploration of new concepts in library service.

G. Definition of the roles of the several types of libraries in the state, with delineation of areas of primary responsibility, and of their common concern. Programs leading to achievement of this objective include:
1. A study by the professional library organizations of the state of the functions and activities of the several types of libraries and of the library service needs of the state, leading to a general statement of primary and other responsibilities of each type of library. (Definitions set forth in the new American Library Association publication, *Library Statistics* . . . should be considered in connection with this study.)
2. Implementation of the results of the study of library roles by establishment of cooperative and coordinative structures to facilitate communication and action—interlibrary councils, boards of cooperation, interdisciplinary councils, etc.

H. Development of programs of long-range planning for individual libraries and groups of libraries. Programs to be undertaken to achieve this objective would include:
*1. Workshops to teach the techniques and values of long-range library planning to deal with the specific planning needs of the several types of libraries and to include library personnel and policy-making bodies.
*2. Provision at the state level of a continuing consultative planning service utilizing library personnel and authorities from other areas of planning activity.

*3. A state-wide public information program to apprise libraries of all types of new developments in library planning.

I. Development of equitable and sufficient financial support of library service from local, state and federal levels. Programs to be undertaken to achieve this objective include:

*1. Workshops on library financing for librarians and for the policy-making bodies responsible for the fiscal support of libraries.

*2. Development of a continuing information program to keep government officials, and the public generally, knowledgeable of the needs of the several types of libraries which are supported by the public.

*3. A program of research, undertaken cooperatively with the Legislative Council or other appropriate groups, to determine equitable and adequate means of supporting the several types of libraries which are dependent upon tax funds.

*4. Development of state standards for financial support of libraries.

J. Development of a wide range of inter-relationships between libraries and the communities they serve, and involvement of citizens in planning for library growth. Programs to be undertaken to achieve this objective include:

1. Strengthening of the programs of Friends of Libraries groups.
2. Establishment of a continuing program of public information, with special attention to groups such as PTA, League of Women Voters, AAUW, Federated Women's Clubs, service clubs, church groups.
3. Development of a communication pattern using many citizens' groups to (a) inform libraries of the needs of the communities they serve and (b) to organize citizen support for improved library service.

K. Augmentation of the supply of library materials resources in Colorado through a planned program of acquisition related to the needs of all libraries and their

users and through increase of funds for purchase of library materials. Programs to achieve this objective would include:

*1. A survey in depth of all existing materials resources (including microprints, etc.) to determine areas of need and areas of strength.

*2. Exploration of the feasibility of assigning responsibility for certain types of materials resources to specific libraries and assignment of such responsibilities if advisable.

*3. Development of union lists of library holdings in the state.

*4. Development of coordinating councils to provide liaison among libraries and assist in planning acquisition and use of materials.

*5. Development of policies to coordinate acquisition programs of the various types of libraries in the state.

6. Provision of additional state and federal financial grants to assist in acquisition of materials.

*L. Development of the leadership function of the State Library. (See Section VI.)

M. Revision of the 1947 State Library Law.

Sound library legislation at the state level is basic to good library service in Colorado. Such legislation should serve as the instrument for developing practical patterns of library organization and effective programs.

The success of a state-wide plan requires amendments to the present law so that programs can be implemented in an orderly fashion. Changes in the law needed immediately include the following:

*1. Provision for the organization of systems on a legal basis.

*2. Clarification of the section on establishment and organization of regional library districts.

*3. Provision for fiscal changes in order to provide adequate and equitable tax support for public libraries.

*4. Provision for changes relating to the authority and responsibilities of the State Library.

*5. Provision for changes and additions to the section on library definitions.
*6. Provision for the establishment of reference centers on a legal basis.

Library legislation should be reviewed regularly and revised and up-dated as conditions require.

SUMMARY OF OBJECTIVES

In summary, the *Colorado Plan for Library Development,* in order of priority, proposes the following:

1. Changing the Colorado Library Law of 1947 to make implementation of the plan possible.
2. Redefining the role of the Colorado State Library and its responsibility for developing all types of libraries in the state.
3. Providing for the legal establishment of systems of public libraries in the state.
4. Establishing a complete state-wide reference service to permit the maximum use of the resources of all libraries by residents of the state.
5. Establishing standards for library operation including certification of professional personnel or other appropriate standards, accreditation of libraries, pay plans and financial support for all types of libraries in the state.
6. Defining and implementing the roles of the several types of libraries in the state to better coordinate service.
7. Establishing, in cooperation with professional associations, study groups to develop state-wide programs within the framework of the plan, including but not limited to the following:
   a. Centralized purchasing and processing.
   b. Survey of library resources in the state.
   c. State-wide coordination of the acquisition of materials.
   d. Library roles and responsibilities.
   e. Techniques of long-range planning.
   f. Last copy depositories.
   g. Standardization of library record keeping and reporting.
   h. State documents distribution program.

## *VI. Role of the State Library*

The Colorado State Library, a division of the State Department of Education, is the agency of state government responsible for coordinating and developing library service in the state.

The State Library's responsibilities are enumerated in state law. Certain of these are specifically described. Others are referred to in a general fashion. In the list of functions which follows, an effort has been made to describe all of the activities which might properly be performed by the state agency in carrying out its total responsibilities.

### Functions of the State Library

The State Library:

1. Represents and speaks for the library profession in the state and provides leadership to advance library development in cooperation with professional library associations.
2. Provides general and special consultative service to librarians, library boards, educators, government officials and organizations to develop effective library service.
3. Provides libraries in the state with special library services such as adult education, legal counseling and centralized purchasing and processing, either directly or by contract.
4. Promotes contractual and cooperative relations among all types of libraries in the state.
5. Serves as the agency of the state to receive and administer state and federal funds appropriated to the State Library to further library development within the state and establishes regulations under which grants shall be distributed.

6. Serves as the agency to collect such information and statistics as are necessary for the operation of all types of libraries in the state and publishes findings and reports.
7. Enters into interstate compacts as provided in the law.
8. Enters into contracts with designated reference centers and system headquarters to provide (1) general library materials to residents of the state and (2) deposit collections of materials in academic, school and public libraries.
9. Provides library service to the penal, correctional, charitable and medical institutions operated by the state.
10. Coordinates the activities and programs of the libraries of departments of state government.
11. Conducts state-wide or regional educational training programs for library trustees, library personnel and school and community groups, or contracts for the same.
12. Establishes and maintains standards for library service for all types of publicly supported libraries in the state and issues certificates of accreditation to the libraries which meet these standards.
13. Establishes standards governing the formation of new public libraries in municipalities and counties and in regions composed of several political units, and the reorganization of existing public library units to (1) improve service and (2) eliminate double taxation.
14. Provides state funds for training in library science through tuition grants, scholarships and refresher courses.
15. Establishes a program of certification and other appropriate standards for professional personnel in libraries in the state.
16. Engages in library research and publishes and disseminates information relative to improved library management and service.
17. Collects and distributes state documents as provided by law.

## *VII. Plan of Operation*

Programs to be undertaken to provide effective state-wide library service for Colorado require close cooperation among all types of libraries in the state. To achieve the goals set forth earlier in this report under the heading "Primary Objectives of the Colorado Plan for Library Development" will require time and dedicated effort on the part of many people. Librarians will play a leading role as the plan is put into effect. Implementation will proceed in steps because of the many programs to be undertaken. In several respects the plan represents extension of programs underway which have already proved their value and have established needs. These programs will be given priority in the first stages of development of the plan.

### State-wide Reference Service Network

One of the most urgent requirements for good library programs in Colorado is a complete network of reference service. A state-wide reference network is established to operate through the following channels:

1. Public libraries will serve community residents primarily.
2. The libraries of tax-supported and private colleges and universities will be primarily responsible for serving the personnel and students of the institutions of higher learning.
3. School libraries will serve elementary and secondary school personnel and students primarily.
4. Junior college libraries will serve the personnel and students of junior colleges primarily.

5. Special libraries will be responsible primarily for serving the employees of the agencies or companies which operate these special libraries.

6. Systems headquarters will handle reference requests of persons without local libraries who live within system boundaries.

The following organizational structure will provide operation channels for the reference network service:

1. The headquarters libraries of public library systems will function as primary reference centers for public libraries, school district library agencies and junior college libraries located within system boundaries. Requests from these libraries are sent to system headquarters libraries which perform the reference service if system resources permit. (Until such time as the entire state is served by library systems, the State Library will perform the system headquarters reference function for areas not in systems.)

2. System headquarters will also be designated as regional materials centers and will be provided with additional resources for this service.

3. When the resources within systems cannot fill requests, system headquarters libraries refer requests to the Bibliographical Center for Research, Rocky Mountain Region, Inc., which will serve as a State Communications Center.

4. College and university libraries and special libraries forward requests directly to the Bibliographical Center for Research.

5. The Bibliographical Center for Research, upon receipt of requests, refers them to the appropriate State-wide Reference Center. If these requests cannot be filled by the Reference Centers, they may be returned to the Bibliographical Center for Research for referral outside the state.

6. Designated State-wide Reference Centers are the Denver Public Library which is primarily respon-

sible for school, public and junior college service—and the University of Colorado Library which is primarily responsible for service to college and university and to special libraries. (New funds must be provided to implement the Reference Center at the university.)

Libraries in the state will loan materials to other libraries on the basis of policies established by an interlibrary loan code based on the ALA Interlibrary Loan Code, 1956, as adapted for the state.

The University of Colorado Library and the Denver Public Library will loan federal documents or copies thereof in accordance with the Depository Library Act of 1962.

To facilitate operation of the reference service, union catalogs will be developed, and automated devices for retrieval and print-out of information and for rapid communications methods will be utilized. Financial support for the state-wide reference service will be provided as follows:

1. Reference service from system headquarters will be performed as part of the system operation and will be financed by state grants-in-aid.
2. Materials center functions of systems headquarters will be performed under contract with the State Library.
3. Reference services of the Bibliographical Center for Research and of the State-wide Reference Centers will be performed under contract with the State Library.
4. Union catalogs, automated retrieval programs and rapid communications devices will be made possible through special grants.

PUBLIC LIBRARY SYSTEMS

For a number of years systems of cooperating public libraries have been advancing the cause of good library service throughout the nation.

When libraries of a number of political units in a given area in the state join together in systems, library resources—

including personnel and materials—are strengthened, duplication of effort is reduced, new or improved services are made possible and tax monies are prudently and efficiently employed. The establishment of strong library systems covering the entire area of the state is essential to the improvement of library service in Colorado.

A. Principles of Systems Operation

1. The number of systems in the state and the area to be included in each will be determined by the State Library in order to provide system-wide service for the entire state. (The State Library is at the present time considering seven systems for the state.)
2. In designating library systems, consideration will be given to political and topographical boundaries, existing library facilities and the trade, business and transportation patterns of the areas.
3. Communities or areas within the geographical boundaries of systems which do not have local library service may contract with their systems for service.
4. The three types of library systems recognized by the library profession are: Cooperative Library Systems, Federated Library Systems and Consolidated Library Systems. Federated and Consolidated Systems are considered the most effective types of system library organization.

   For the purposes of library development, Cooperative Library systems will be eligible for state support for not longer than two years after passage of a library law authorizing establishment of systems, except to demonstrate system-wide organization and service.
5. To become totally effective and equitably financed, systems of libraries should work for the elimination of double taxation at local levels.
6. Equal tax assessment for library support within systems is recommended in order to spread the cost of system operation fairly over the areas served.

7. Individual libraries which qualify under grant regulations shall become members of systems within two years after the adoption of a library law authorizing establishment of systems in order to continue to participate in the state grants-in-aid program.

B. Types of Library Systems

*Cooperative Library Systems* are organized as follows:

1. A number of autonomous libraries work together informally to improve library service.
2. Local library boards of system members retain complete authority and responsibility for the programs of their libraries.
3. Advisory boards concerned with system operation and composed of one member from each legal board in the system are established to recommend to local library boards, system services and development.
4. Contracts or agreements for specific services are drawn among member libraries. (Since the Cooperative Library System is not a legally authorized entity, it cannot enter into contracts although its members can do so.)

Cooperative Library Systems provide libraries with an opportunity to experiment with the system concept of library development. Since there are inherent weaknesses in this organizational pattern, state grants for cooperative systems will be available for only two years after system legislation is passed. At the end of this period, libraries participating in cooperative systems will be required to reorganize as federated systems in order to continue to receive grants. Consolidated systems will be eligible to receive grants.

*Federated Library Systems* are organized as follows:

1. A number of autonomous libraries work together under legal agreements as specified in the law to provide system-wide services.
2. System programs are directed by system boards composed of not more than nine members who are

appointed by the legislative bodies of the counties and/or municipalities included in the systems. System board members may be members of local library boards or interested citizens.

3. System boards may appoint executive committees to conduct essential business between scheduled meetings of system boards.

4. Federated System boards will perform, but are not limited to, the following functions:
   a. Receive and administer local, state and federal system funds.
   b. Develop and coordinate system-level plans for improved service.
   c. Plan and develop, on a system-wide basis, programs relating to public information, adult education, circulation of materials, centralized processing, recruiting, in-service training, personnel classification, use of audio-visual materials and similar services.
   d. Prepare, in cooperation with local boards, annual system budgets including system funds for local library operation and for system-wide services, and develop uniform system-wide financial support within the area of system operation.
   e. Provide for personnel to administer system programs.
   f. Enter into contracts to provide or receive services.

5. Local political units will revise ordinances or charters so that local libraries may participate in Federated Library Systems as follows:
   a. Receive the services and programs developed by the Federated Library System boards.
   b. Cooperate with Federated Library System boards in establishing budgets.
   c. Administer local programs in cooperation with the Federated Library System boards to insure unified programs.

d. Employ local library personnel in accordance with a Federated Library System classification plan.

*Consolidated Library Systems* are the result of changes in existing governmental structures and combine several independent libraries into one administrative unit. Consolidated Systems are organized as follows:

1. Local library units are dissolved by a vote of the people.
2. Ordinances or charters are changed to provide for consolidation.
3. Library boards, to consist of not more than nine members, each having staggered terms, are elected by a vote of the people.
4. Consolidated Library System boards shall have authority to perform the following functions:
   a. Assess a uniform mill levy on the property of all political units in the systems to be collected by the treasurers of the several political units and transferred to Consolidated Library System boards.
   b. Hold title to land and buildings, enter into contracts and possess other privileges of corporate bodies.
   c. Establish classification and pay plans for systems and employ system librarians.
   d. Prepare and administer annual system budgets and make same known through public hearings.
   e. Develop capital improvement programs through annual levies for Consolidated Library System facilities. (Political units which have incurred bonded indebtedness for any purpose prior to the establishment of Consolidated Library Systems shall remain responsible for such obligations.)
   f. Establish policies for system operation.
   g. Receive and administer state and federal funds.

## *VIII. Financing the State Plan*

The financing of library service in Colorado is, in most situations, a shared responsibility of local, state and federal government.

A. Libraries of state institutions of higher education receive their basic support from institution budgets as approved by the Colorado General Assembly. No local funds are involved because these institutions perform state level functions. Additional funds are received through federal legislation such as the Higher Education Act of 1965 and through special grants to colleges and universities from foundations and quasi-federal agencies College and university libraries in non-public institutions receive their support from institution budgets derived from tuition, foundation grants, bequests and gifts, and from federal grants.

B. Junior college libraries receive their basic support from the budgets of the institutions they serve. Income is derived chiefly from taxes on real property in junior college districts supplemented by state funds. In addition, federal grants are available to junior colleges.

C. Libraries of school systems receive their basic support from the budgeted funds of school districts. Income is derived chiefly from taxes assessed on real property in school districts. Additional funds for school libraries may be derived from the State School Foundation Act through which funds are allocated to school districts to be used as determined by local school administrations. (To assure continued school library development, efforts must be made to extend and expand the School Foundation Act to provide for the inclusion of educational specialists such as school librarians and other materials services personnel in the Foundation program. At the present time the classroom unit is the

base factor in the distribution of state grants to public schools, and school libraries seldom benefit.) The Elementary and Secondary Education Act of 1965, Title II, is used at the elementary and secondary levels in Colorado for the acquisition of school library resources and other instructional materials for both public and private schools.

D. Special libraries connected with business institutions derive their income from the business institutions they serve. Special libraries of governmental agencies derive their income from the budgets of the agencies which they serve.

E. Public libraries of home rule cities in Colorado derive their income from appropriations by the municipal legislative bodies or from library tax levies. Public libraries of municipalities in other than home rule cities derive their income from library tax levies not to exceed 1½ mills, authorized by Chapter 84, *Colorado Revised Statutes, 1963,* or from annual municipal appropriations. Public libraries operated by counties receive their financial support through appropriations by county legislative bodies from county general funds, limited by law in populous counties to five mills. In addition, public libraries of all types receive funds from the public library state aid program, providing certain standards are met and maintained. Public libraries also receive assistance from the Library Services and Construction Act for specific programs or projects.

Financial requirements for implementing the program set forth in the Plan call for an annual expenditure of $9,700,000, exclusive of direct appropriations for the operation of academic, public school and special libraries.

SOURCE OF FUNDS

A. Local public library funds (75 percent of total cost of program) ..... $7,275,000
These funds will be derived from local levies of 2 mills on local assessed valuations. When 2 mills do not produce funds equivalent to the American Library Association minimum standard for public library service (cur-

rently $4.47) state funds will be used to make possible this minimum per capita expenditure.

B. State funds (15 percent of total cost of program) ..... $1,455,000
These funds will be expended as follows:
1. Development of the State-wide Reference Service.
   a. Supplementary assistance to the two State Reference Centers..... $200,000
   b. Payment for services rendered by the Bibliographical Center for Research, Inc. ..... $25,000
2. Development of the functions and programs assigned the Colorado State Library ..... $250,000
3. Development of the Public Library System Program ..... $980,000

C. Federal Funds (10 percent of total cost of program) ..... $ 970,000
These funds will be expended for the advancement of the total state program and for enrichment of services.

The role of the State Library in implementing the *Colorado Plan for Library Development* is as follows:

A. To provide leadership, consultative services and coordinating action to school, college, university, special and public libraries so that funds from various sources will be used to make available the best service possible and to attain nationally established standards.
B. To provide leadership, consultative services and coordinating action so that public library systems evolve, using state and federal monies to equalize quality of service and to attain nationally established standards.
C. To develop and to provide support for state-wide reference service.
D. To contract with special libraries when special resources are required for public use.
E. To contract with any other appropriate agencies when special resources to develop library services are needed.

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